

JUSTIFICATION OF ESTIMATES
FEDERAL BUREAU OF INVESTIGATION
FISCAL YEAR 1962

REPORT FOR CONGRESSIONAL APPROPRIATIONS COMMITTEES

INDEX

<u>SUBJECT MATTER</u>	<u>PAGE</u>
STATEMENTS: FUNDS AND PERSONNEL	25-1
REPLACEMENT OF AUTOMOBILES	25-6
APPROPRIATION LANGUAGE CHANGE	25-6
INTRODUCTION	25-7
CHANGE IN METHOD OF FINANCING FOR OFFICE SPACE	25-8
BASIC STATUTORY AUTHORITY	25-9
OBJECTIVES	25-11
SUMMARY OF INVESTIGATIVE ACCOMPLISHMENTS	25-15
 <u>JUSTIFICATION: SEAT OF GOVERNMENT</u>	
IDENTIFICATION BY FINGERPRINTS	25-17
TRAINING SCHOOLS AND INSPECTIONAL SERVICES	25-19
MAINTENANCE OF INVESTIGATIVE RECORDS AND COMMUNICATIONS SYSTEM	25-21
CRIMINAL AND SCIENTIFIC LABORATORY	25-22
 <u>JUSTIFICATION: FIELD</u>	
GENERAL STATEMENT	25-24
COMMUNIST PARTY-USA	25-26
ESPIONAGE AND COUNTERINTELLIGENCE OPERATIONS	25-28
GENERAL CRIMINAL OPERATIONS	25-28
SPECIFIC INCREASES: CRIMINAL AND CIVIL WORK	25-31
CONCLUSION	25-33

SUMMARIZATION

FUNDS: FISCAL YEARS 1961 AND 1962

(DIRECT + REIMBURSEMENTS)

(IN THOUSANDS)

	<u>DIRECT</u>	<u>REIMBURSEMENTS</u>	<u>TOTAL</u>
1961 Approved	\$118,000		
1961 Proposed supplemental due to pay increases	<u>7,550</u>		
1961 Total	125,550	\$1,610	\$127,160
1962 Requested	<u>127,216</u>	<u>1,345</u>	<u>128,561</u>
1962 Increase or decrease	(+) <u>1,666</u>	(-) <u>265</u>	(+) <u>1,401</u>

Detail Justification

Authorization: Salaries and Expenses, Federal Bureau of Investigation

(In thousands of dollars)

<u>Direct Obligations</u>	<u>1960 Actual</u>		<u>1961 Estimate</u>		<u>1962 Estimate</u>		<u>1962 vs. 1961</u>	
	<u>Full-</u> <u>year</u> <u>Employees</u>	<u>Cost</u>	<u>Full-</u> <u>year</u> <u>Employees</u>	<u>Cost</u>	<u>Full-</u> <u>year</u> <u>Employees</u>	<u>Cost</u>	<u>Full-</u> <u>year</u> <u>Employees</u>	<u>Cost</u>
Personnel compensation ..	13,262	\$ 94,709	13,504	\$103,808	13,579	\$105,306	(+) 75	(+) \$1,498
Personnel benefits		5,676		7,192		7,289		(+) 97
Travel and transportation of persons		4,402		4,437		4,477		(+) 40
Transportation of things		532		518		522		(+) 4
Rent, communications, and utilities		2,540		2,518		2,644		(+) 126
Printing and reproduction		164		157		158		(+) 1
Other services		1,613		1,704		1,588		(-) 116
Supplies and materials ..		1,645		1,607		1,616		(+) 9
Equipment		3,162		3,604		3,611		(+) 7
Insurance claims and indemnities		111		5		5		--
Total other objects of expenditure		19,845		21,742		21,910		(+) 168
Total direct obligations		114,554		125,550		127,216		(+) 1,666
Estimated savings ...		46		--		--		--
Total funds available		114,600		125,550		127,216		(+) 1,666

Detail Justification - Continued

(In thousands of dollars)

	<u>1960 Actual</u>		<u>1961 Estimate</u>		<u>1962 Estimate</u>		<u>1962 vs. 1961</u>	
	<u>Full-</u>		<u>Full-</u>		<u>Full-</u>		<u>Full-</u>	
	<u>year</u>		<u>year</u>		<u>year</u>		<u>year</u>	
	<u>Employees</u>	<u>Cost</u>	<u>Employees</u>	<u>Cost</u>	<u>Employees</u>	<u>Cost</u>	<u>Employees</u>	<u>Cost</u>
<u>Obligations Payable Out</u>								
<u>of Reimbursements</u>								
Personnel compensation	148	\$1,265	134	\$1,240	118	\$1,041	(-) 16	(-) \$199
Personnel benefits		73		85		71	(-) 14	
Travel and transportation								
of persons		121		102		50	(-) 52	
Transportation of things ...		6		5		5		--
Rent, communications, and								
utilities		15		14		14		--
Printing and reproduction ..		1		1		1		--
Other services		19		18		18		--
Supplies and materials		15		13		13		--
Equipment		155		132		132		--
Total other objects								
of expenditure		405		370		304	(-) 66	
Total obligations payable								
out of reimbursements ..		1,670		1,610		1,345	(-) 265	
Included in equipment item								
above are proceeds from the								
sale of personal property		(151)		(125)		(125)		--

Detail Justification - Continued

Authorization: Salaries and Expenses, Federal Bureau of Investigation

(In thousands of dollars)

<u>Total Direct and Reimbursements</u>	<u>1960 Actual</u>		<u>1961 Estimate</u>		<u>1962 Estimate</u>		<u>1962 vs. 1961</u>	
	<u>Full- year Employees</u>	<u>Cost</u>	<u>Full- year Employees</u>	<u>Cost</u>	<u>Full- year Employees</u>	<u>Cost</u>	<u>Full- year Employees</u>	<u>Cost</u>
Personnel compensation ..	13,410	\$ 95,974	13,638	\$105,048	13,697	\$106,347	(+) 59	(+) \$1,299
Personnel benefits		5,749		7,277		7,360	(+)	83
Travel and transportation of persons		4,523		4,539		4,527	(-)	12
Transportation of things		538		523		527	(+)	4
Rent, communications, and utilities		2,555		2,532		2,658	(+)	126
Printing and reproduction		165		158		159	(+)	1
Other services		1,632		1,722		1,606	(-)	116
Supplies and materials ..		1,660		1,620		1,629	(+)	9
Equipment		3,317		3,736		3,743	(+)	7
Insurance claims and indemnities		111		5		5		--
Total other objects of expenditure		20,250		22,112		22,214	(+)	102
Total obligations ...		116,224		127,160		128,561	(+)	1,401
Estimated savings ...		46		--		--		--
Total funds		116,270		127,160		128,561	(+)	1,401

Obligations by Activities

(In thousands)

<u>Direct Obligations</u>	<u>1960 Actual</u>	<u>1961 Estimate</u>	<u>1962 Estimate</u>	<u>1962 vs. 1961</u>
1. Security and criminal investigations:				
(a) Coordination	\$ 4,523	\$ 4,794	\$ 4,828	(+) \$ 34
(b) Maintenance of investigative records and communications system	5,680	6,408	6,450	(+) 42
(c) Field investigations	87,251	95,353	96,726	(+) 1,373
2. Identification by fingerprints	9,127	10,467	10,561	(+) 94
3. Criminal and scientific laboratory	2,346	2,510	2,619	(+) 109
4. Training schools and inspectional services ..	707	799	819	(+) 20
5. General administration	4,920	5,219	5,213	(-) 6
Total direct obligations	114,554	125,550	127,216	(+) 1,666
Estimated savings	46	--	--	--
Direct funds available	114,600	125,550	127,216	(+) 1,666

Obligations Payable Out of Reimbursements

1. Security and criminal investigations:				
(a) Coordination	58	143	108	(-) 35
(b) Maintenance of investigative records and communications system	1	1	1	--
(c) Field investigations	1,605	1,464	1,234	(-) 230
5. General administration	6	2	2	--
Total obligations payable out of reimbursements	1,670	1,610	1,345	(-) 265
Total obligations incurred	116,224	127,160	128,561	(+) 1,401

REPLACEMENT OF AUTOMOBILES

The FBI is authorized to operate 3,104 passenger carrying vehicles. These cars must be in good operating condition since the Bureau's investigative responsibilities require cars capable of providing adequate service in combating criminal activities involving "hot pursuit" and in investigations concerned with espionage and security operations.

The appropriation request for the fiscal year 1962 contains funds to replace 501 of the cars which meet the minimum replacement standards as to age and mileage and which are inefficient and uneconomical to operate.

APPROPRIATION LANGUAGE CHANGE

The one change in the Bureau's appropriation language for the fiscal year 1962 deletes the language providing for the "construction of a storage building at the Federal Bureau of Investigation Training Center, Quantico, Virginia;". This construction will be completed during the current fiscal year.

INTRODUCTION

The appropriation request for the fiscal year 1962 totals \$127,216,000. This will provide for 75 additional employees (50 special agents and 25 clerks) when compared to the number provided for the current fiscal year. All of the additional employees are to be utilized to discharge growing investigative responsibilities in the field.

There has been a continuing rise in nearly all major criminal offenses. Broadened jurisdiction occasioned by the enactment of new legislation -- such as the Civil Rights Act of 1960 (approved May 6, 1960) and the Labor-Management Reporting and Disclosure Act of 1959 (approved September 14, 1959) -- has considerably increased our workload commitments. To date, no funds have been provided for the enforcement of these two statutes.

Additionally, the Bureau's over-all security operations have demanded unusually heavy assignments of manpower to investigative and surveillance programs directed against internal threats of communism, espionage, subversion and communist-infiltrated front organizations and nationality groups.

Supplementing the continued intense espionage activities directed against the United States by Soviet Russia and her satellites, are the operations of elements in our country interested in the Cuban situation. These developments have been responsible for substantial increases in many phases of the Bureau's security work.

The request for the fiscal year 1962 does not provide for any increase in our Seat of Government staff although there has been an appreciable rise in all essential Seat of Government service functions, including name checks, fingerprint checks and scientific examinations. Wherever possible the FBI will endeavor to absorb this additional work with its present staff.

CHANGE IN METHOD OF FINANCING FOR OFFICE SPACE

Beginning with the fiscal year 1962, the Bureau of the Budget changed the method of financing for new or additional space needed by the individual agencies. Up to this time, the General Services Administration (GSA) requested a lump sum appropriation to provide for all space needs of all agencies. Under the new method of financing, beginning with the fiscal year 1962, the individual agencies are to include in their request for funds the initial fiscal year cost of all additional general purpose space. As the space is acquired by GSA, the funds are to be transferred to that agency. Thereafter, GSA will be responsible for providing the space as well as securing the funds therefor.

For the fiscal year 1962, the FBI had previously requested space for Resident Agencies in 31 locations throughout the ~~country~~^{area} as well as for additional space at four of our present field headquarters offices. Additionally, GSA had previously indicated they would be ~~paying~~ the rental cost for our new field office being opened at Las Vegas, Nevada, to better serve that growing area. However, under the new change in method of financing we are required to include the item in our request for the fiscal year 1962.

This change in method of financing increases our rental cost for the fiscal year 1962, when compared with our prior year costs, by \$116,000.

BASIC STATUTORY AUTHORITY

The fundamental authority for its basic original functions was vested in the Federal Bureau of Investigation pursuant to the following legislation:

Authority for the activities of the Bureau is contained in Section 360 of the Revised Statutes, derived from 16 Statute 164, an Act to establish the Department of Justice, dated June 22, 1870. Section 360 reads as follows: "The Attorney General may require any solicitor or officer of the Department of Justice to perform any duty required of the Department or any officer thereof."

Section 361 of the Revised Statutes further bestows authority upon the Attorney General to direct any of the Divisions, Heads, or Departments under the Department of Justice to perform any duties which he shall direct and in the Appropriation Act for the Legislative, Executive and Judicial Expenses of the Government for the year ending June 30, 1872 (16 Statute 497), an appropriation was provided for the detection and prosecution of crimes against the United States.

Title 18, Section 3052, United States Code (formerly Section 300A of Title 5, United States Code), as amended January 10, 1951, by Public Law Number 915, provides that "... The Director, Associate Director, Assistant to the Director, Assistant Directors, Inspectors, and Agents of the Federal Bureau of Investigation of the Department of Justice may carry firearms, serve warrants and subpoenas issued under the authority of the United States and make arrests without warrant for any offense against the United States committed in their presence, or for any felony

BASIC STATUTORY AUTHORITY

cognizable under the laws of the United States if they have reasonable grounds to believe that the person to be arrested has committed or is committing such felony."

Under authority contained in 5 U. S. C. 340 - Supp. IV there was established under the jurisdiction of the Department of Justice a division of the Federal Bureau of Investigation to be known as the Division of Identification and Information. Pursuant thereto, the Bureau shall be vested with the duty of acquiring, collecting, classifying, and preserving criminal identification and other crime records and the exchange of said criminal identification records with the duly authorized officials of governmental agencies, of States, cities and penal institutions; and the cost of maintenance and operation of said Bureau shall be paid from the appropriation "Detection and prosecution of crimes" for the respective fiscal years concerned, as otherwise provided. The 85th Congress changed the Bureau's appropriation language for the fiscal year 1958 to provide that the exchange of identification and other records was for official use of the receiving departments or related agencies, such exchange to be subject to cancellation if dissemination is made outside the receiving departments or related agencies.

The FBI, as the investigative arm of the Department of Justice, has also been vested with subsequent authority for certain auxiliary specific and general investigative responsibilities by the Congress, the Attorney General, and the President of the United States. Many of these responsibilities play a direct part in defense matters affecting the Nation's security. Specific authority therefor is set forth under the immediately following section designated "objectives."

OBJECTIVES

There are summarized below the principal objectives and responsibilities upon the basis of which funds will be utilized by the Federal Bureau of Investigation:

1. - GENERAL CRIMINAL INVESTIGATIONS: The investigation of violations of Federal criminal statutes; collecting evidence in which the United States is or may be a party in interest; and performing other duties imposed by law.

Under this authority, the Federal Bureau of Investigation has investigative jurisdiction over some one hundred and sixty Federal investigative matters. This authority covers all Federal statutes except those specifically assigned to another agency. Included in this group are various statutes concerned with kidnaping, extortion, bank robbery, white slavery, automobile theft, impersonation, illegal wearing of the uniform, crimes on Indian and Government reservations, theft and embezzlement of Government property, bribery, violations of the Selective Service Act, as well as those pertaining to civil rights, frauds against the Government, antitrust matters, and others in the general criminal and civil fields of activity. Investigations to locate deserter fugitives are also conducted by the FBI upon request of the respective branches of the Armed Forces.

OBJECTIVES

2. - DOMESTIC INTELLIGENCE: The FBI's responsibilities in the domestic intelligence field are authorized under legislative enactments, Presidential directives, and instructions of the Attorney General. They include investigative jurisdiction over matters relating to espionage, counterespionage, sabotage, treason, sedition, subversion, and related internal security functions.

Various laws of the United States bring within the investigative jurisdiction of the FBI the activities of the Communist Party-USA; its members and sympathizers; communist front groups; totalitarian organizations; as well as any other subversive individuals or groups which are alleged either to seek the overthrow of the Government of the United States by force or violence or to conspire against the rights of citizens. The FBI has primary responsibility for investigating matters of these types in the United States, Puerto Rico and the Virgin Islands.

3. - COORDINATION AND DISSEMINATION OF SECURITY DATA: By reason of various Presidential directives, the FBI has the responsibility of correlating information regarding espionage, sabotage, subversive activities and related matters on a national basis and of referring matters under the jurisdiction of any other Federal agencies in these fields to the appropriate sources. Under these Presidential directives the FBI disseminates a large volume of information to other agencies in the Executive Branch of the Federal Government. During the course of the Bureau's investigations, particular attention is given at all times to information indicating any Soviet-Communist hostile action.

OBJECTIVES

As a part of this over-all program, the FBI makes name checks of its files for the various agencies of the Government. By reason of these functions, the FBI is inescapably tied in with all defense matters.

The FBI also conducts considerable research in all phases of communism and the intelligence operations of the Soviets and their satellites in order to determine the tactics of Soviet Russia and the satellite countries. Many of the various studies prepared in this field are furnished to other intelligence agencies who have, on a number of occasions, commented favorably concerning the value of these research studies in their own agencies.

The FBI has certain specialized defense functions in respect to which it operates as a member of the Interdepartmental Intelligence Conference and the United States Intelligence Board and other bodies created by the National Security Council. In connection with its participation in the work of such bodies, the FBI makes plans and recommendations on various problems concerned with strengthening the internal security of the Nation.

4. - SPECIALIZED SECURITY PROGRAMS: FBI responsibilities in the field of specialized security programs are largely concerned with various sensitive types of applicant and employee investigations. The bulk of the work derives from legislative enactments and Presidential directives requiring the FBI to ascertain facts pertinent to the loyalty and security risk of employees and applicants

OBJECTIVES

for positions in the Government service or in activities incident to which the Government has an official interest.

5. - IDENTIFICATION FUNCTIONS: To gather, maintain, classify and preserve identification data received from cities, States, penal institutions, Federal agencies, and private citizens. To furnish information concerning such records to duly authorized agencies of Federal, State and local governments and institutions in the interest of law enforcement.

6. - SCIENTIFIC CRIME DETECTION: To maintain a well-equipped technical laboratory as an aid in scientific crime detection. The facilities of the FBI Laboratory are made available on a cost-free basis to local law enforcement agencies as well as Federal Government circles. The FBI's scientific personnel are made available to testify in court upon the request of prosecuting officials.

7. - UNIFORM CRIME REPORTING: To maintain a program of uniform crime reporting on a country-wide basis for the compilation of statistics concerning the extent of crime, arrests, convictions, and related crime data. This information is coordinated by the FBI and published in the form of four quarterly reports to demonstrate current crime trends as well as a comprehensive annual report which are furnished to all law enforcement agencies.

SUMMARY OF INVESTIGATIVE ACCOMPLISHMENTS

	Fiscal Year			1960	
	<u>1959</u>	<u>1960</u>		Increase (+) Decrease (-)	
Convictions	11,719	11,914	(+)	195	(1.7%)
Total Sentences:					
Death Sentences	-	-			
Life Sentences	6	8			
Years	32,019	33,458	(+)	1,439	(4.5%)
Fugitives Located	9,090	9,527	(+)	437	(4.8%)
Automobiles Recovered	16,957	17,430	(+)	473	(2.8%)

The following money statistics reflect the amounts assessed or saved through court or other legal action or physically recovered in cases in which the Federal Bureau of Investigation expended investigative effort:

Fines, Savings and Recoveries	\$135,408,100	\$142,822,244	(+)	\$7,414,144	(5.5%)
-------------------------------------	---------------	---------------	-----	-------------	--------

PERCENTAGE OF CONVICTIONS
SUMMARY COMPARISON
FISCAL YEAR 1959 vs. 1960

	<u>Fiscal Year</u>	
	<u>1959</u>	<u>1960</u>
NUMBER OF PERSONS BROUGHT TO TRIAL	<u>12,038 (100%)</u>	<u>12,341 (100%)</u>
Convictions	11,719 (97.4%)	11,914 (96.5%)
Acquittals	319 (2.6%)	427 (3.5%)
CONVICTIONS ON GUILTY PLEAS	10,902 (93.0%)	11,020 (92.5%)
CONVICTIONS UPON TRIAL BEFORE JUDGE OR JURY	817 (7.0%)	894 (7.5%)

JUSTIFICATION: SEAT OF GOVERNMENT

IDENTIFICATION BY FINGERPRINTS

Established with less than one million sets of fingerprints over 36 years ago by Congressional action, the FBI's centralized fingerprint file has grown over the years by reason of the Bureau's responsibility for acquiring and preserving identification and other records and their exchange with authorized Government agencies, and local, municipal, and State law enforcement organizations and penal institutions. As of December 1, 1960, sets of fingerprints in possession totaled 157,689,816.

The centralized fingerprint collection serves not only the Federal Government but all law enforcement agencies on all levels throughout the Nation, such service ranging from the identification through fingerprints of victims of disasters and unknown deceased persons to the location, through fingerprints, of many fugitives from justice. During the fiscal year 1960, 1,987,933 sets of fingerprints of persons arrested or incarcerated which were submitted by law enforcement agencies, were searched through the FBI fingerprint file. Identifications were made with prior arrest records on 1,529,968, or 77%, of such fingerprints and resulted in the identification of 17,153 fugitives -- an alltime high record of accomplishment. The identification of fugitives by this means saves all law enforcement much investigative time and expense, and it is often the only means by which the local law enforcement agency can locate the fugitive who has fled far from the place of his crime. The 89,025 wanted notices outstanding in our fingerprint file at the close

IDENTIFICATION BY FINGERPRINTS

of the fiscal year 1960 indicate the value placed on this service on the part of law enforcement throughout the Nation.

During the fiscal year 1960 the Bureau received for handling 5,202,907 sets of fingerprints of all types from a record-high 13,339 contributors. Predicated substantially upon workload volumes furnished by other Federal agencies for whom the great bulk of the work will be performed -- and over which we have no control -- an estimated 5,275,000 sets of fingerprints will be received for handling during the fiscal year 1962, up 72,093 sets of fingerprints over the actual receipts during the fiscal year 1960, as follows:

<u>Fiscal Year</u>	<u>Volume</u>	<u>Increase Compared to 1960</u>
1958 - Actual	4,989,332	--
1959 - Actual	4,987,362	--
1960 - Actual	5,202,907	--
1961 - Revised estimate	5,225,000	22,093
1962 - Estimated	5,275,000	72,093

The estimate for the fiscal year 1961, originally shown as 5,200,000, has been revised upward to 5,225,000 to more nearly conform to the actual trend of receipts.

The work of the Identification Division must be maintained in a current status to be of maximum value to the contributor. The Bureau proposes to handle the estimated increased workload volume on a current basis with its present staff by a continued streamlining of our procedures. Likewise, the personnel made available during the fiscal year 1961 to make a start on our urgently

IDENTIFICATION BY FINGERPRINTS

needed file rehabilitation work will continue on with this task which encompasses such things as (1) a consolidation of the civil fingerprint records; (2) an extension and refinement of the classification divisions presently existing in the active fingerprint files; and (3) a thorough check of the fingerprint files for cards to be transferred to the reference and presumptive dead files. As a result of this work, additional space will be made available to house the fingerprint files and the productivity and efficiency of our fingerprint operations will be increased.

TRAINING SCHOOLS AND INSPECTIONAL SERVICES

Training is vital in keeping our investigative operations effective. It is by this means that new responsibilities, new investigative techniques, the use of new equipment, and the like, are brought before our investigative staff. This training enables them to continue to carry out their increasing responsibilities in an efficient manner and to keep pace with the ever-changing tactics of the criminal and the subversive.

Training in the FBI includes the training of the newly appointed agents, the follow-up in-service training given from time to time for the experienced investigative staff and the specialized training schools which are held to meet the needs as they arise.

It also includes the cooperative assistance which the Bureau provides, upon request, in the training of police officers of local law enforcement organizations throughout the Nation. During the fiscal year 1960, the FBI participated in 3,115 police training schools throughout the country in this cooperative training activity for the benefit of local law enforcement organizations

TRAINING SCHOOLS AND INSPECTIONAL SERVICES

throughout the Nation.

The FBI also conducts law enforcement conferences on a nationwide basis dealing with pressing law enforcement problems confronting law enforcement as a whole. During the fiscal year 1960 a series of such conferences was conducted on the important problem of auto theft. There were 197 of these conferences held throughout the Nation attended by 13,036 persons representing 5,014 agencies. Such conferences as these enable a cooperating law enforcement profession to exchange ideas and to develop more effective programs to combat mutual criminal problems.

Another cooperative training activity which the Bureau conducts is the FBI National Academy, which marked the 25th anniversary of its founding on July 29, 1960. The graduation of the 66th Session on November 2, 1960, brought the total number of Academy graduates to 3,943. More than 28% of the graduates now actively engaged in law enforcement occupy positions as the executive heads of their respective departments.

Much of the training for the police officers attending the FBI National Academy and for the training programs for Bureau personnel at the Seat of Government is conducted at the Bureau's facilities located at the Marine Corps Schools base, Quantico, Virginia. These facilities include the Bureau's modern firearms ranges which are used to provide firearms training of new agents; agents attending in-service schools; those agents assigned to the Bureau headquarters, Washington Field Office and the Richmond, Virginia Office; as well as those law enforcement officers attending the FBI National Academy.

MAINTENANCE OF INVESTIGATIVE RECORDS AND COMMUNICATIONS SYSTEM

The Files and Communications Division has the responsibility for maintaining the data which this Bureau gathers as a result of its investigative and auxiliary responsibilities. It also has the responsibility for the Bureau's extensive communications system.

During the fiscal year 1960 a total of 1,571,834 name checks were received for handling, an increase of 29,525 name checks over the volume received during the prior year. According to official estimates, furnished primarily by outside sources for which such work will be performed, it is anticipated 1,600,000 name checks will be referred for handling during the fiscal year 1962, an increase of 28,166 name checks, or 2%, over the actual receipts during the fiscal year 1960, as follows:

<u>Fiscal Year</u>		<u>Increase Over 1958</u>	<u>Increase Over 1960</u>
1958 - Actual	1,423,976	--	--
1959 - Actual	1,542,309	118,333	--
1960 - Actual	1,571,834	147,858	--
1961 - Estimated	1,600,000	176,024	28,166
1962 - Estimated	1,600,000	176,024	28,166

The great bulk of the name checks are from other agencies. FBI estimates are based upon actual workload experience. Other agency figures are based upon official estimates furnished by them and over which we have no control.

The Bureau's central record file serves many Federal agencies as a result of various Presidential directives and other authority vesting the Bureau with the responsibility of coordinating and disseminating security and intelligence data, particularly as it concerns espionage,

MAINTENANCE OF INVESTIGATIVE RECORDS AND COMMUNICATIONS SYSTEM

sabotage and related subversive matters affecting the domestic internal security. Of the 1,571,834 names received for search through our files during the fiscal year 1960, a total of 1,332,647 were from other agencies of the Government.

CRIMINAL AND SCIENTIFIC LABORATORY

A new alltime high of 210,745 scientific examinations were received for handling during the fiscal year 1960 by the FBI Laboratory, a service agency of the FBI which stands as one of the Nation's great bulwarks against the criminal and the subversive in the cooperative fight by all law enforcement.

The workloads of the Laboratory have been on a steady rise for the past decade and reflect the growing importance of physical examination of evidence in the many investigations conducted not only for the FBI, but for other Federal agencies as well as local agencies on all levels across the country.

The work of the FBI Laboratory is expected to continue to increase with the number of scientific examinations reaching an estimated 212,000 during the fiscal year 1962 -- an increase of 1,255 examinations over the record-breaking volume received during 1960. No increase in Laboratory personnel has been requested for the fiscal year 1962 to handle this growing volume of work. Our existing staff has been absorbing a tremendous amount of work and we will continue to endeavor to absorb the anticipated growing volume through research and the development of improved scientific techniques, the use

CRIMINAL AND SCIENTIFIC LABORATORY

of improved equipment, and the like.

The growing volume of scientific examinations for the fiscal years 1958 through 1962 is shown by this tabulation:

	<u>Number</u>	<u>Increase Over 1958</u>	<u>Increase Over 1960</u>
Fiscal Year 1958 (Actual)	165,462	-	-
Fiscal Year 1959 (Actual)	184,993	19,531 (12%)	-
Fiscal Year 1960 (Actual)	210,745	45,283 (27%)	-
Fiscal Year 1961 (Revised estimate).	211,000	45,538 (28%)	255
Fiscal Year 1962 (Estimated)	212,000	46,538 (28%)	1,255 (1%)

The estimate for the fiscal year 1961 was revised upward from 191,000 to 211,000 to more nearly conform to the actual trend of receipts.

The facilities of the FBI Laboratory are available, free of charge, to other Federal agencies and to local law enforcement agencies. Modern scientific aids are thus available to all law enforcement agencies regardless of size or location, in their cooperative fight against crime. The Laboratory technicians who performed the examination of the submitted material are available for expert testimony in State as well as Federal courts.

FIELD JUSTIFICATION

GENERAL STATEMENT: The Bureau's work throughout the field has been on a steady increase for a number of years. The growing amount of lawlessness throughout the country coupled with additional responsibilities occasioned by new legislation indicates that the upward trend of our work will continue throughout the fiscal year 1962.

The new legislation which adds further burdens on our field staff includes such items as:

Public Law 86-257	Approved 9-11-59	Substance: Has as its purpose the prevention of improper practices on the part of labor organizations, employers, labor relations consultants, and the like. An agreement was entered into between the Departments of Justice and Labor placing numerous investigative provisions of the new law under the jurisdiction of the FBI.
Public Law 86-149	Approved 5-6-60	Substance: Increases the responsibilities of the FBI in the field of interference with court orders, flight to avoid prosecution for damaging property, illegal transportation of explosives, false information concerning bomb threats, the maintenance of election records pertinent to election of Federal candidates, and the extension of voting procedures to provide for appointment of a Federal voting referee when a pattern is established of denying certain individuals their right to register and to vote because of race or color.
Public Law 86-701	Approved 9-2-60	Substance: Amends United States Code, broadening the FBI's jurisdiction with respect to the transfer or concealment of assets in contemplation of bankruptcy.

As a result of such factors as these, there is an urgent and critical need for a sufficiently adequate field staff so that we may keep pace with the mounting volume of work, security as well as criminal.

Over-all Picture: On December 1, 1960, there were pending in the entire field service 100,133 investigative matters of all types, of which 7% were in a delinquent status.

FIELD JUSTIFICATION

Based upon current trends, an estimated 563,000 investigative matters in the criminal, civil and security classifications will be referred for action under our direct appropriation request for 1962. This represents an increase of 25,665 matters, or 5%, when compared to actual investigative receipts of 537,335 experienced during the fiscal year 1960.

During the past several years' period our actual work in the field has increased far beyond the levels originally contemplated. In each instance funds were approved on the basis of the lesser figures. For example, our original estimate for 1959 was 501,000 investigative matters, while 513,855 were actually received. For 1960 our estimate was 519,000 matters but receipts actually totaled 537,335. For 1961 our original estimate was 530,000. Since this figure was likewise obviously understated, it has been revised upward to 545,000 to more **nearly** conform to the true picture in terms of our actual experience to date.

Over the past many years the services of FBI employees have consistently exceeded the normal 40-hour workweek. This has enabled the FBI to absorb additional work without commensurate increases in personnel or funds. During the fiscal year 1960 the overtime of our investigative staff amounted to an aggregate 3,411,424 hours.

Public Law 763, approved September 1, 1954, provides, among other things, that certain employees whose duties require unscheduled and administratively uncontrollable overtime duty may be paid up to 15% of the entrance salary of Grade GS-9 as a salary differential where they qualify

FIELD JUSTIFICATION

for this benefit. The Attorney General approved payment of these benefits to investigative personnel of this Bureau. This permitted the partial reimbursement for these 3,411,424 hours of overtime during fiscal year 1960, which overtime represents the equivalent of 1,640 special agents on a full-year basis. Had it been necessary to employ the additional 1,640 agents represented by this overtime, the cost would have been an estimated \$15,791,790. However, under Public Law 763, this overtime service during the fiscal year 1960 was compensated only to the extent of \$5,378,992, representing, in effect, a net salary savings to the Government of \$10,412,798 when compared with the value of the total overtime performed.

The 1962 appropriation estimate contains funds to continue these payments for unscheduled and administratively uncontrollable overtime duty which averaged 2 hours and 30 minutes a day per agent throughout the fiscal year 1960.

COMMUNIST PARTY-USA

The Communist Party-USA is the largest subversive organization in existence in our country today. As a member of the international communist family, it poses a grave menace to our internal security for it is an acknowledged fact that the ultimate goal of international communism is the domination and control of all nations on the face of the globe. With the United States standing as the greatest bulwark of freedom in the world, it is understandable why the Communist Party of the Soviet Union is so vitally interested in the progress being made by the Communist Party-USA -- the organization which the Soviets are counting on to retain a toe hold for international communism in this land of freedom.

FIELD JUSTIFICATION

There has never been a time since its founding in 1919 that the Communist Party-USA has not taken direction and guidance from the Communist Party of the Soviet Union. The line followed by the Party in the United States parallels the Moscow line with sickening consistency. Every move made by the communists in the United States is calculated to further the ultimate aims and purposes of the Party; namely, the overthrow and destruction of our Government, by force if necessary.

Accordingly, to carry out our responsibilities regarding the internal security of our Nation we must closely follow all phases of activity of the Communist Party-USA in this country so that the United States Government will be aware of all of the plans, tactics and programs of this subversive organization operating within our midst.

This requires the heavy expenditure of manpower to cover a broad range of activities. For example, the communists, foreign agents and potential saboteurs operate behind a masquerade of stealth and deception. The extent of this activity is shown by the fact that the FBI has approximately 200 known, or suspected, communist front and communist-infiltrated organizations under investigation. Many of these fronts are national in scope. They represent transmission belts through which the Communist Party furthers its conspiratorial designs.

All activities of the Communist Party-USA must receive complete coverage if we are to be aware of the full extent of the communist menace in this Nation.

FIELD JUSTIFICATION

ESPIONAGE AND COUNTERINTELLIGENCE OPERATIONS

The Soviet intelligence services have reorganized, multiplied their contacts with the American people, and become aggressively bolder in spearheading their espionage offensive against the United States. The intelligence organizations of the satellite countries, carefully coordinated under Soviet leadership and control, have gained increasingly in experience and ability.

The widespread increase in the number of Soviet-bloc official personnel, acceleration of exchange groups, and more extensive travel on the part of tourists and official representatives have contributed toward a mounting intelligence threat within the United States.

The coverage which must be afforded to the widespread ramifications of the Soviet-bloc espionage networks results in a heavy drain on our available manpower and points up the vital need for adequate manpower to handle the tremendous volume of work in this area of our operations.

GENERAL CRIMINAL OPERATIONS

During the calendar year 1959, based on reports from the Nation's police, an estimated 1,592,160 serious crimes were committed in this country. This is a new alltime high and is 69% more than the crime volume in 1950 and 128% over 1940. For a number of years, crime has been rising four times as fast as population. This ominous rise in crime has continued at an accelerated pace into 1960. Preliminary crime figures, based on reports of cities over 25,000 for the first 9 months of 1960, show that serious crime registered an increase of 11%, as compared with the same period last year.

FIELD JUSTIFICATION

The growing amount of lawlessness is reflected in the growing volume of work experienced in many criminal offenses within the investigative jurisdiction of the FBI. The 1960 fiscal year witnessed 753 violations of the Federal Bank Robbery Statute. This total of 753 violations is second only to the alltime high record of 764 violations which was established in the preceding 12 months. The tremendous jump that this type of crime has taken over the past years is shown when compared with the 248 violations of this Federal statute during the fiscal year 1950.

Under the Destruction of Aircraft or Motor Vehicles Statute, the majority of the cases received for handling are of the false report type and these increased alarmingly during the fiscal year 1960. During that fiscal year, 484 cases were opened as compared with 275 during 1959.

Our growing volume of work is also reflected in our investigative accomplishments which reached several new peaks of achievement:

Convictions: During the 1960 fiscal year, there were 11,914 convictions in cases investigated by the FBI, the largest number for any peacetime year and an increase of 195 over the 11,719 recorded during the fiscal year 1959.

Sentences Imposed: Actual, suspended and probationary sentences imposed in these cases during the fiscal year 1960 totaled 33,458 years, or 1,439 years in excess of the 32,019 recorded for the similar period in 1959. Eight terms of life imprisonment resulted from convictions in cases investigated during 1960 as compared to six during the prior year.

FIELD JUSTIFICATION

Fines, Savings and Recoveries: During the fiscal year 1960, fines, savings and recoveries in FBI-investigated cases totaled \$142,822,244, the highest ever achieved by the FBI. This is \$7,414,144 more than the previous alltime high of \$135,408,100 recorded in 1959.

Fugitives Located: There were 9,527 fugitives located in cases investigated by the FBI during the fiscal year 1960, an increase of 437 over the 9,090 located during 1959. Included among the fleeing criminals were 16 members of the FBI's "Ten Most Wanted Fugitives" list as well as 1,361 criminals (another alltime record) whose apprehensions were being sought at the request of State and local authorities after they had fled State lines in violation of the Fugitive Felon Act.

Automobiles Recovered: 17,430 stolen motor vehicles were recovered in FBI cases during the fiscal year 1960 as compared with 16,957 during the prior year. This sets a new alltime high as does the total of 5,217 convictions in Federal court for transporting stolen automobiles across State lines.

FIELD JUSTIFICATION

SPECIFIC INCREASES: CRIMINAL AND CIVIL WORK

The following tabulation indicates specific increases in several classifications of general criminal and civil work during fiscal year 1960.

INVESTIGATIVE MATTERS RECEIVED

<u>CLASSIFICATION</u>	<u>FISCAL YEAR</u>		<u>1960 Increase</u>
	<u>1959</u>	<u>1960</u>	
Destruction of Aircraft or Motor Vehicles	523	1,201	130%
Copyright Matters	121	202	67%
Assaulting or Killing Federal Officer	74	112	51%
Bribery	422	603	43%
Obstruction of Justice	128	178	39%
Interstate Transportation of Fireworks	95	128	35%
Interstate Transportation of Gambling Devices ..	342	398	16%
Thefts from Interstate Shipments	19,888	22,383	13%
Interstate Transportation of Stolen Motor Vehicle or Aircraft	76,882	86,416	12%
Federal Reserve Act	3,082	3,449	12%
Interstate Transportation of Stolen Property ...	55,757	62,023	11%

FIELD JUSTIFICATION

SPECIFIC INCREASES: CRIMINAL AND CIVIL WORK - Continued

INVESTIGATIVE MATTERS RECEIVED

<u>CLASSIFICATION</u>	<u>FISCAL YEAR</u>		<u>1960 Increase</u>
	<u>1959</u>	<u>1960</u>	
Antitrust	1,207	1,337	11%
Extortion	3,085	3,377	9%
Theft or Embezzlement of Government Property ...	7,715	8,433	9%
Unauthorized Publication or Use of Communications	333	358	8%
National Bankruptcy Act	1,138	1,222	7%
Court of Claims	374	399	7%
Crimes on Government Reservations	6,293	6,680	6%
Ascertaining Financial Ability	4,417	4,623	5%
Pardon and Parole Matters	800	837	5%
Kidnaping	1,280	1,332	4%
Civil Rights	2,164	2,246	4%
Unlawful Flight Violations	16,326	16,590	2%
Interstate Transportation of Obscene Matter	1,568	1,579	1%

CONCLUSION

The FBI's appropriation request includes only the bare minimum funds felt necessary to handle the increasing workloads in the general criminal field; to provide the needed coverage to insure the maintenance of the domestic internal security and to insure adequate investigative coverage and control of clandestine groups who aim at the subversion of the United States Government, particularly those associated with the international communist movement and foreign-inspired enemy espionage. This is also the situation in regard to the increasing workloads in regard to name checks, fingerprint checks and scientific examinations.

The estimates for the fiscal year 1962 do not provide for potential contingencies resulting from additional investigative duties conferred upon the Federal Bureau of Investigation by new legislation or that may accrue through Departmental or other official sources, after the preparation of our initial estimates.